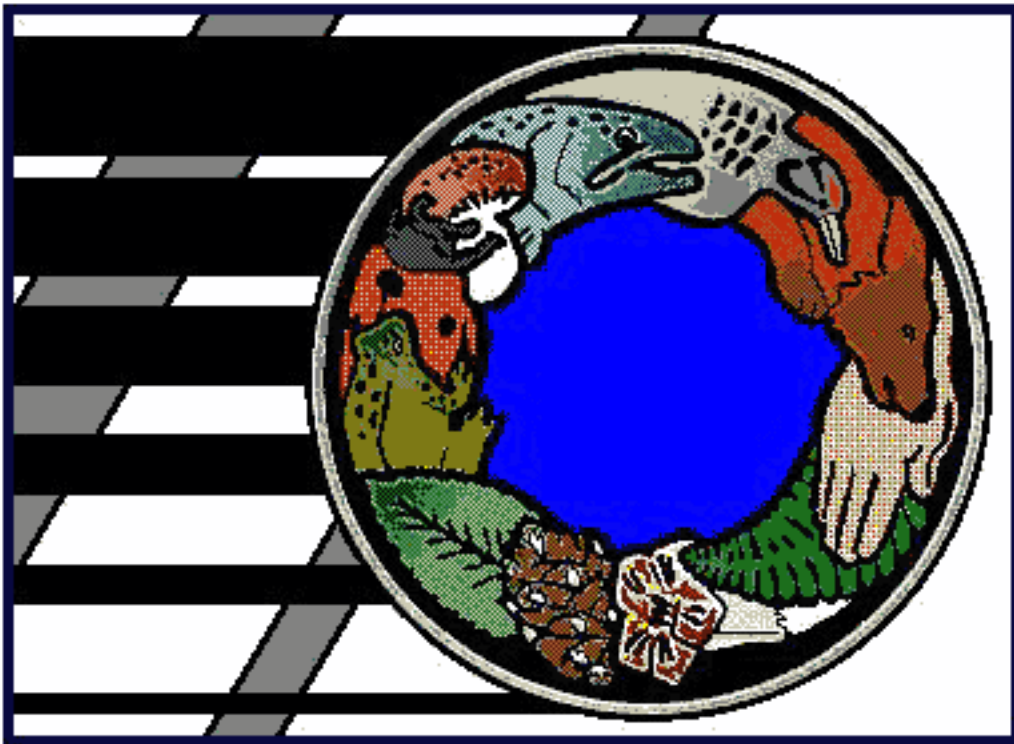


Forest Ecosystem Management:

An Ecological, Economic, and Social Assessment



Report of the Forest Ecosystem Management Assessment Team

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Forest Ecosystem Management:

An Ecological, Economic, and Social Assessment

Report of the Forest Ecosystem Management Assessment Team
July 1993



United States Department of Agriculture
Forest Service



United States Department of the Interior
Fish and Wildlife Service



United States Department of Commerce
National Oceanic and Atmospheric Administration
National Marine Fisheries Service



United States Department of the Interior
National Park Service



United States Department of the Interior
Bureau of Land Management



Environmental Protection Agency



United States Department of the Interior
Bureau of Land Management



Environmental Protection Agency



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Errata

In figures and tables that show acreages for Option 3, some acres that should have been classified as managed Late-Successional Areas were instead classified as Late-Successional Reserves. This error affects figure fl3 and tables m-5, IV-9, IV-10, IV-11, IV-14, IV-29, and IV-36. The error occurs only in the eastern Washington Cascades, eastern Oregon Cascades, and California Cascades. New information is being generated for these figures and tables.

The map for Option 3 that accompanies this document reflects the same error. Some areas in the eastern Oregon and Washington Cascades and the California Cascades that should have been mapped as Managed LateSuccessional Areas were instead mapped as Late-Successional Reserves.

The Hayfork Adaptive Management Area was not included in the map of Option 9. This 400,000 acre area, located in northern California, is described in the text of Chapter III.

Preface

Following the April 2, 1993, Forest Conference in Portland, Oregon, President Clinton created three interagency working groups: the Forest Ecosystem Management Assessment Team, the Labor and Community Assessment Team, and the Agency Coordination Team. Direction for the Teams came in a Statement of Mission letter. The following excerpts from that letter outline the mission for the Forest Ecosystem Management Team.

**TO: FOREST CONFERENCE INTER-AGENCY
WORKING GROUPS**

Ecosystem Management Assessment
Labor and Community Assistance
Agency Coordination

**FROM: FOREST CONFERENCE EXECUTIVE
COMMITTEE**

Department of Agriculture Office on Environmental
Policy
Department of Interior Office of Science and
Technology
Department of Labor National Economic Council
Department of Commerce Council of Economic
Advisors
Environmental Protection Agency Office of
Management and Budget

RE: STATEMENT OF MISSION

Together, we are working to fulfill President Clinton's mandate to produce a plan to break the gridlock over

federal forest management that has created so much confusion and controversy in the Pacific Northwest and northern California. As well, that mandate means providing for economic diversification and new economic opportunities in the region. As you enter into the critical phase of your work reviewing options and policy, this mission statement should be used to focus and coordinate your efforts. It includes overall guidance and specific guidance for each team.

BACKGROUND

President Clinton posed the fundamental question we face when he opened the Forest Conference in Portland.

"How can we achieve a balanced and comprehensive policy that recognizes the importance of the forests and timber to the economy and jobs in this region, and how can we preserve our precious old-growth forests, which are part of our national heritage and that, once destroyed, can never be replaced?"

And he said, "The most important thing we can do is to admit, all of us to each other, that there are no simple or easy answers. This is not about choosing between jobs and the environment, but about recognizing the importance of both and recognizing that virtually everyone here and everyone in this region cares about both."

The President said five principles should guide our work:

"First, we must never forget the human and the economic dimensions of these problems. Where sound management policies can preserve the health of forest lands, sales should go forward. Where this requirement cannot be met, we need to do our best to

offer new economic opportunities for year-round, high-wage, high-skill jobs.

"Second, as we craft a plan, we need to protect the long-term health of our forests, our wildlife, and our waterways. They are a... gift from God; and we hold them in trust for future generations."

"Third, our efforts must be, insofar as we are wise enough to know it. scientifically sound, ecologically credible, and legally responsible."

"Fourth, the plan should produce a predictable and sustainable level of timber sales and nontimber resources that will not degrade or destroy the environment."

"Fifth, to achieve these goals, we will do our best, as I said, to make the federal government work together and work for you. We may make mistakes but we will try to end the gridlock within the federal government and we will insist on collaboration not confrontation."

ECOSYSTEM MANAGEMENT ASSESSMENT

Our objectives based on the President's mandate and principles are to identify management alternatives that attain the greatest economic and social contribution from the forests of the region and meet the requirements of the applicable laws and regulations, including the Endangered Species Act, the National Forest Management Act, the Federal Land Policy Management Act, and the National Environmental Policy Act. The Ecosystem Management Assessment working group should explore adaptive management and silvicultural techniques and base its work on the best technical and scientific information currently available.

Your assessment should take an ecosystem approach to forest management and should particularly address maintenance and restoration of biological diversity, particularly that of the late-successional and old-growth forest ecosystems; maintenance of long-term site productivity of forest ecosystems; maintenance of sustainable levels of renewable natural resources, including timber, other forest products, and other facets of forest values; and maintenance of rural economies and communities.

Given the biological requirements of each alternative, you should suggest the patterns of protection, investment, and use that will provide the greatest possible economic and social contributions from the region's forests. In particular, we encourage you to suggest innovative ways federal forests can contribute to economic and social well-being.

You should address a range of alternatives in a way that allows us to distinguish the different costs and benefits of various approaches (including marginal cost/benefit assessments), and in doing so, at least the following should be considered:

- timber sales, short and long term;
- production of other commodities;
- effects on public uses and values, including scenic quality, recreation, subsistence, and tourism;
- effect on environmental and ecological values, including air and water quality, habitat conservation, sustainability, threatened and endangered species, biodiversity and long-term productivity;
- jobs attributable to timber harvest and timber processing; and, to the extent feasible, jobs attributable to other commodity

production, fish habitat protection, and public uses of forests; as well as jobs attributable to investment and restoration associated with each alternative;

- economic and social effects on local communities, and effects on revenues to counties and the national treasury,
- economic and social policies associated with the protection and use of forest resources that might aid in the transitions of the region's industries and communities;
- economic and social benefits from the ecological services you consider;
- regional, national, and international effects as they relate to timber supply, wood product prices, and other key economic and social variables.

As well, when locating reserves, your assessment also should consider both the benefits to the whole array of forest values and the potential cost to rural communities.

The impact of protection and recovery of threatened and endangered species on nonfederal lands within the region of concern should be minimized. However, you should note specific nonfederal contributions that are essential to or could significantly help accomplish the conservation and timber supply objectives of your assessment.

In addition, your assessment should include suggestions for adaptive management that would identify high priority inventory, research, and monitoring needed to assess success over time, and essential or allowable modifications in approach as new information becomes available. You should also suggest a mechanism for a coordinated interagency approach to the needed assessments, monitoring, and

research as well as any changes needed in decisionmaking procedures required to support adaptive management.

You should carefully examine silvicultural management of forest stands -- particularly young stands -- especially in the context of adaptive management. The use of silviculture to achieve those ends, or tests of silviculture, should be judged in an ecosystem context and not solely on the basis of single species or several species response.

Your conservation and management assessment should cover those lands managed by the Forest Service, the Bureau of Land Management, and the National Park Service that are within the current range of the northern spotted owl, drawing as you have on personnel from those agencies and assistance from the Fish and Wildlife Service, the National Marine Fisheries Service, and the Environmental Protection Agency. To achieve similar treatment on all federal lands involved here, you should apply the "viability standard" to the Bureau of Land Management lands.

In addressing biological diversity you should not limit your consideration to any one species and, to the extent possible, you should develop alternatives for long-term management that meet the following objectives:

- maintenance and/or restoration of habitat conditions for the northern spotted owl and the marbled murrelet that will provide for viability of each species -- for the owl, well distributed along its current range on federal lands, and for the murrelet so far as nesting habitat is concerned;
- maintenance and/or restoration of habitat conditions to support viable populations, well-distributed across their

current ranges, of species known (or reasonably expected) to be associated with old-growth forest conditions;

- maintenance and/or restoration of spawning and rearing habitat on Forest Service, Bureau of Land Management, and National Park Service lands to support recovery and maintenance of viable populations of anadromous fish species and stocks and other fish species and stocks considered "sensitive" or "at risk" by land management agencies, or listed under the Endangered Species Act; and,
- maintenance and/or creation of a connected or interactive old-growth forest ecosystem on the federal lands within the region under consideration.

Your assessment should include alternatives that range from a medium to a very high probability of ensuring the viability of species. The analysis should include an assessment of current agency programs based on Forest Service plans (including the Final Draft Recovery Plan for the Northern Spotted Owl) for the National Forests and the Bureau of Land Management's revised preferred alternative for its lands.

In your assessment, you should also carefully consider the suggestions for forest management from the recent Forest Conference in Portland. Although we know that it will be difficult to move beyond the possibility considered in recent analysis, you should apply your most creative abilities to suggest policies that might move us forward on these difficult issues. You also should address short-term timber sale possibilities as well as longer term options.

Finally, your assessment should be subject to peer review by appropriately credentialed reviewers.

CONCLUSION

We appreciate your efforts and recognize, as President Clinton did, that these are difficult issues with difficult

choices. And, we'll remind you of something else the President said at the Forest Conference, talking to the people of the Pacific Northwest and northern California: "We're here to begin a process that will help ensure that you will be able to work together in your communities for the good of your businesses, your jobs, and your natural environment. The process we (have begun) will not be easy. Its outcome cannot possibly make everyone happy. Perhaps it won't make anyone completely happy. But the worst thing we can do is nothing."

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